

Justification for Other Than Full and Open Competition

As required by Federal Acquisition Regulation 6.302-1(d)(1), this Justification for Other than Full and Open Competition (JOTFOC) documents the rationale justifying the decision to negotiate with a sole source for the requirement, described below.

1. Agency and Contracting Activity:

Department of Transportation, Federal Highway Administration, Central Federal Lands Highway Division (CFLHD), 12300 Dakota Avenue, Lakewood, Colorado is the Agency and the Contracting Activity.

2. Description of the Action Being Approved:

Acquire Capstone Planning & Control, Inc. (Capstone) application architect services for the development and administration of CFLHD's Funds Management Software, FundsMap. Estimated value \$72,000. This contract is to assess the overall application operations, and identify any problems and issues that need to be resolved for successful operations and document software configurations behind the scenes. About 4.5 months working 20 hours a week is needed to make adjustments due to changes in related software and process changes.

Capstone has provided these database architect services to CFLHD. Using Capstone to continue in this role, CFLHD is able to leverage the current programming experience, familiarity with FHWA's information systems, business process knowledge, and expertise in the application configuration necessary to complete required application changes.

This effort, if sole sourced to Capstone, would also allow the Government to utilize the firm's knowledge of FHWA's financial accounting system (DELPHI), PRISM, PRIMAVERA P6, and Federal Lands Highway's Data Warehouse. It is essential for the Government to obtain services from a firm that understands CFLHD's business processes, existing hardware and software parameters, and technical environments.

It is also essential for the Government to obtain services from a firm that has an excellent understanding of Federal Lands Highway's accounting business rules. Experience with project management information systems (CFLHD is currently using Primavera Enterprise P6) and to be knowledgeable of the system structure is crucial. Capstone has the most direct experience with collecting and analyzing data and reviewing project delivery financial and schedule records for CFLHD.

Though other companies provide application architect services, obtaining these capabilities from other sources would result in excessive cost to the agency. Capstone's unique technical competence will satisfy the requirement to advance application development to its conclusion. Capstone's knowledge of FHWA's financial accounting systems, CFLHD's project management information system, and business processes will save the Government development hours and reduce the risk of interrupting data flow that would inhibit efficient operations of the organization. The level of expertise in application development achieved by Capstone has evolved over an eight year period. This period of continuous advancement has resulted in a responsible source with up-to-date knowledge and experience that cannot be duplicated without considerable time and additional expense that cannot be recovered through competition. In addition, if there were different programming methods used within the various reporting modules, it would create interface and development inconsistencies, the cost of which to correct such inconsistencies are estimated to be in the tens of thousands of dollars.

The inefficiencies noted above were determined as follows: No other firm can be located that has the unique technical competence to satisfy the technical requirements to advance the FundsMap to completion and the knowledge of CFLHD's business processes and rules, FHWA's financial systems, and Primavera scheduling system necessary to make changes to our database and provide solutions without a substantial loss of productivity. Based on CFLHD business process knowledge gained during the

development of PARS, an estimated 30% of the time required to continue development of FundsMap would be spent by another firm in becoming familiar with those same business processes.

3. Description of Services:

Procure application architect services from Capstone. Services will include:

- Understanding of CFLHD's mission, business processes, and projects and to make changes to FundsMap according to new system and process requirements.
- In FundsMap analyze non-PR calculation issues that's causing error when PM's request budgets, work with Software Developer to fix and rollout non-PR working correctly into production.
- In FundsMap analyze PR section and make changes necessary due to a change in how we process PR's in FundsMap due to the DP2 changes that have already happened and more are coming.
- Collaboratively working with FundsMap Team and our Software Developer to make required changes to FundsMap Budget Approval page to include match field info in the e-mail notification and when acct needs to be setup include e-mail notification to finance due to new processes required by our FLAP program and when PO Links happen need e-mail notification to ask PM to release excess funds.
- Collaboratively working with FundsMap Team and our Software Developer to make required changes to FundsMap Agreements page to include match Agreements info and e-mail notifications due to new processes required by our FLAP program.
- CFL needs a current developer version of PARS, since we are using about an 18-month-old version. CFL needs this to use to further troubleshoot issues when they occur.

4. Statutory Authority:

41 USC §253(c)(1). Only one responsible source and no other supplies or services will satisfy agency requirements.

5. Description of market research and efforts to ensure offers solicited from as many sources as practicable:

A Notice was placed in Federal Business Opportunities on March 21, 2017 describing FHWA-CFLHD's intent to procure the services of an Application Architect. All responsible sources were invited to submit a capability statement proposal and quotation by close of business on April 5, 2017.

6. A determination of fair and reasonable anticipated cost:

The IGE used a rate of \$160 per hour based on two sources, www.salary.com and GSA rate schedule for IT services. Further research showed a wide range of rates for various positions that loosely match the wide range of skills required for the position description for this contract. This data shows rates of \$217/hour for a Senior Functional Specialist, \$165/hour for an Information Technology Specialist, and \$175/hour for an IT related Project Manager III.

Based on the IGE research and additional data the proposed rate of \$160/hour is considered fair and reasonable. The data shows that there is a wide range of labor rates within the industry. Combine this with the fact that the skills required for this position would be difficult, if not impossible, to find in another individual and therefore there would be a substantial cost to the government in lost time and efficiency, as well as a very high risk to this critical system, if another individual was chosen for this position.

7. Listing of Sources expressing an interest in this Acquisition.

One response was received from SmartSource-USA. The response included a technical and price proposal. The technical proposal included several pages of generalized technical/project management material. The price proposal was more than ten times the amount agreed to with Capstone. Due to the

large discrepancy in price and the general nature of the technical proposal, the response was not pursued by CFLHD as a viable option.

Technical Certification:

"I certify that the supporting data under my cognizance which are included in the justification are accurate and complete to the best of my knowledge and belief."

Name: David Cartwright Date: 4-27-17

Title: Team Lead, IT Department Signature: 

Contracting Officer Certification:

"I certify that the facts and representations under my cognizance which are included in this justification are accurate and complete to the best of my knowledge and belief."

Name: _____ Date: _____

Title: Contracting Officer Signature: _____